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ABSTRACT

This document provides a revision of a report on employer supported child care prepared by the California Governor's Advisory Committee on Child Development. The focus of the document is a series of policy discussions and recommendations on employer sponsored child care; a description and a history of employer sponsorship of day care are given. Policy recommendations, stating concerns voiced by child care professionals as well as concerns reflecting the needs of business and of labor, include the following five goals: (1) to develop innovations in state funding and program administration; (2) to improve tax incentives for employer sponsored child care; (3) to support innovation through improved licensing procedures; (4) to provide information and technical assistance for program development; and (5) to address specific concerns of child care professionals (for instance, low pay and poor benefits, lack of child care during periods of employee illness, and lack of evaluation of the accessibility and availability of child care services). Appendices include descriptions of seven employer supported programs, descriptions of tax legislation pertinent to employer supported child care, and a 25-page bibliography of references on such topics as need for child care, program development, economic issues, and care of sick children. (Author/DB)

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EMPLOYER SPONSORED CHILD CARE

policy discussions recommendations & bibliography

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As a part of the GAC project on employer sponsored child care, the Committee has prepared a series of issues papers on employer sponsored child care. The papers address the following topics:

Planning Successful Systems

Economic Incentives

Parent Choice and Involvement

Child Health and Child Care

The four papers are printed together and may be ordered from the GAC, 1600 Ninth Street, Room 105, Sacramento, CA 95814 for $3.00 to cover postage and printing cost.

A grant from the Rosenberg Foundation enabled the GAC to complete this study. Willa Pettygrove conducted the research.

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the GAC project

In November, 1980, the Governor's Advisory Committee on Child Development prepared a report on employer sponsored child care, with recommendations to the Governor. This revision of that report summarizes subsequent activities, which were supported by a grant from the Rosenberg Foundation.

The focus of the report is a series of policy discussions on employer sponsored child care. The GAC Employer Sponsored Subcommittee recognized the need to evaluate potential state policies which would facilitate employer sponsored child care of good quality. The Subcommittee recommended that the Governor call meetings of employers to discuss these issues. These meetings are completed, and the policy recommendations from them form the concluding section of this report.

In addition to employer meetings, the Rosenberg Foundation grant supported two other important activities. A research consultant completed a comprehensive search of literature on employer sponsored child care. She also prepared, under Subcommittee direction, several issues papers to fill apparent gaps in the literature and to represent the concerns of the Governor's Advisory Committee. The results of the literature search and information on access to the issues papers are included in the bibliography, Appendix E (p. 26).

To complete an overview, discussion follows of the status of child care in California and the role of the GAC in reviewing policy on employer sponsored child care.

Need for Care

While the number of children in the United States is decreasing, the number of children with two working parents or with a working single parent is increasing. In 1978, 29,862,000 children under 18 were in this situation--an increase of about 17% since 1970.

Also, the number of working women with small children is increasing, creating an unprecedented demand for care for infants and toddlers. In 1978, more than 2,500,000 families in which both parents worked had children under three years of age. This is an increase of nearly 30% over 1970 figures.

Appendix A (on page 15) includes several tables from the Federal Bureau of Labor Statistics. For every age group of children and for each type of family, the need for care is increasing.

Types of Care and Funding Sources

The three basic types of child care are in-home care (in the child's home), family child care (up to twelve children in the home of the provider), and center care.

The children of working parents whose income is below 84% of the state's median income are eligible for subsidized child care. However, even though California's

subsidized program is the nation's largest, many eligible children do not receive subsidized care.

Working parents who receive AFDC are also able to pay some or all of their child care expenses through adjustments to their welfare grant under the "income disregard" mechanism. And special programs assist some CETA employees and WIN participants to secure child care.

In spite of government's role, most child care is still paid for by parents and provided by private (nonprofit and for profit) programs. Government subsidizes this child care to the extent that tax credits are available to middle and low-income families who purchase child care.

The Role of the GAC

The Governor's Advisory Committee was established in 1965 by AB 1331 (Unruh) which created a compensatory preschool program for welfare linked children. The bill directed the Committee to provide policy advice on the development of the new preschool program. Later legislation altered the Committee's composition and charged it with the following:

1. To advise the Governor and the Legislature on general policies impacting on young children and their families;
2. To assist the Department of Education in developing a state plan for child development programs;
3. To evaluate the effectiveness of child development programs; and,
4. To report at each general session of the Legislature.

In 1976, AB 3059 expanded the functions of the Committee with the following:

1. Review the development of all child care programs, and gather input on the appropriateness and effectiveness of program implementation;
2. Serve in an advisory capacity to the Superintendent of Public Instruction and the Governor for program policy decisions;
3. Review the needs data gathered, and suggest priority areas for future service expansion;
4. Assist the Department of Education in developing and reviewing alternative child care delivery systems; and,
5. Make recommendations to the Governor, the Department of Education, and other agencies with regard to program development and expansion.

Committee members include parents, providers, public members and representatives of state departments. Governor Edmund G. Brown Jr. appointed a roster of Committee members in August of 1976. At its first meeting with the new administration's appointments, the Committee formulated its primary goal: to develop in partnership with the Governor's Office child development policies and programs which are long range, appropriate and socially advanced. It was the Committee's hope to develop a policy framework within which legislative proposals, department activities, budgets, and regulations would be considered.

Since 1977, the Committee has focused on writing policy guidelines and recommendations. The Committee has issued a series of reports in response to specific issues before state policy makers.

In addition, the Committee has studied issues as they arose in the public forum, accumulating policy recommendations and relaying them to policy makers. Of particular importance have been the areas of credentialing and staff qualifications, training for child development workers, wages and benefits for child care workers, state level administration of child development programs, and interagency or interdepartment coordination of children's programs.

The Committee believes that it has completed a major part of its first task, that of developing a long range, appropriate, socially advanced child development policy. We believe that we have done so with the support and acceptance of the Governor, and that the policy has been acted upon in the development of legislation, budgets, and regulations.

As employers and employee groups begin to consider child care as an employee benefit, the GAC can again provide information and recommendations from its parent and professional perspectives.

The GAC's Approach to Employer Sponsored Child Care

Before our present Subcommittee on Employer Sponsored Child Care and the Rosenberg project were established, the important questions seemed to be "will employer sponsored care become a significant part of child care services?", and "in what ways can the state government promote its development?"

It now seems clear that employer sponsored care will proliferate during the next five to ten years. However, as its likelihood increases, and as groups and individuals offer themselves as consultants and potential providers, attention must shift to questions regarding the purpose and quality of employer-sponsored child care.

The benefits of employer sponsored child care can be extensive if employers, unions, and working parents understand their choices and are included in the planning and operation of programs. Now is the time for leadership in determining critical issues, in providing information and framework for discussion, and in setting standards of services which will assure parents' responsibility and children's development.

Without information, without broad participation, and without standards for care, children will receive inadequate care, programs will fail due to lack of employee or employer interest, and employers will turn away from the provision of child care.

This report represents the Committee's concerns and the results of policy discussions with employers and union leadership.

employer sponsorship

Description

Employer-sponsored child care requires that an employer, group of employers, or a labor union takes some initiative in meeting employees' child care need and bears some or all of the cost of care.

Employer sponsored care differs from employer-related or worksite care in that these do not necessarily include an employer's commitment of resources.

History

While the number of employer-sponsored day care programs in the United States is still small, the potential for employer sponsored care is great and its slim history is instructive.

Child care in unsanitary facilities was available early in this century in working-class neighborhoods; factories sponsored some of this care. During World War II, Kaiser Industries sponsored child care with congressional support through the Lanham Act. Kaiser's final report concludes that the characteristics of a company, its employees, and its community make worksite care more successful in one firm than another.

Between 1960 and the mid-70's, enough programs opened and closed to give planners some ideas of why worksite care may not succeed everywhere. Kathryn Senn Perry asked employers why they closed centers: employees' lack of use of centers and the high cost of care were the two most frequent explanations.

In 1978, according to the Child Care Information Exchange, 105 employer sponsored centers existed in the United States: 75 in hospitals, 14 in government agencies, 9 in industry, and 7 sponsored by the Amalgamated Clothing and Textile Workers Union.

Surveys of these on-going programs, matched with surveys of closed programs, should give planners (employers and parents) at least the foundation of knowledge necessary to initiate a program which will succeed.

In California, the State Legislature has supported child care and development more extensively than has the legislature of any other state. Also, on five separate occasions, the Legislature has reviewed proposals to foster or establish worksite care:

1) In 1969, then-Assemblyman Bill Greene introduced AB 1620 to provide tax incentives that would encourage private business and industry to provide on-site child care. The bill was never heard by committee.

2) In 1976, the Legislature passed AB 3059 with its provision that "Programs operated pursuant to this division may be designed to meet special needs identified by parents, which may include.....worksite care."

3) In 1977, Senator Holden introduced SB 874 to authorize a loan of $60,500 to a nonprofit organization of Department of Health employees to establish a day care facility. It passed Senate Health and Welfare--but failed passage in Senate Finance (3-6) in June, 1977.

4) In 1978, the Governor proposed, in item 420 of the 78-79 State Budget, an allocation of $500,000 to establish child care centers for state employees. This item was rejected by both finance committees a week after Proposition 13 passed.

5) In 1980, the Legislature passed and the Governor signed SB 764 by Senator Diane Watson. This bill, sponsored by Women in Politics, assures the provision of licensable space for child care in new state buildings housing 700 or more employees. The employees must, however, form a nonprofit corporation to establish a child care program and must rent the facility.

Also, in Sacramento, employees at the Department of Motor Vehicles administer their own center in rent-free space; this program opened in July, 1975.

Today

Present in abundance are interest and potential. Meetings, conferences, and luncheons in Northern and Southern California have increased employers' awareness of child care needs and options over the past year. Projects which consult and plan with employers continue at Children's Rights Group and Asian, Inc. in San Francisco, Continuing Development in Santa Clara, and Child Care Information Service in Pasadena.

The literature on the subject is growing (Appendix E, p. 26 contains a bibliography). The Federal Women's Bureau, New York's Welfare Research Institute, and the Honeywell Women's Task Force have released major reports. Commerce Clearing House has prepared a thorough summary of tax consequences of employer sponsored care.

Facilities

In addition to the DMV center and to Senator Watson's legislation, a few employer sponsored programs do operate in California. In Los Angeles, at least three hospitals have child care programs for employees: Arcadia Methodist, Huntington, and Good Samaritan. Cal Tech/Jet Propulsion Laboratory in Pasadena loaned start-up funds and gives in-kind services to a center which serves infants and preschoolers. National Semi-Conductor provides information and referral services to its employees. Hospitals in San Francisco, as well as the Sheriff's Office and the Police Department, can refer employees to a network of family day care providers who are organized by Asian, Inc., and who provide night and weekend care.

Appendix B (p. 17) contains profiles of some successful California programs. Recognizing the value of each of the models, the GAC believes that new child care facilities should be built or renovated; new centers and family day care

homes are needed now to accommodate the children of parents in or entering the work force. Our goal is not simply to shift the cost of care from employees to employers, but to stimulate the provision of new programs for children.

policy discussions

Early on, the Employer Sponsored Subcommittee acquired information on employer sponsored child care from the perspective of child care providers and advocates. Lacking was the perspective of employers and employees on child care as a work-related benefit. To elicit this perspective, the Governor's Office and the GAC planned meetings of employers and unions.

Three meetings took place--one each for nonprofit/government employers, private industry employers, and labor union leaders. Participation in each meeting was by invitation from the Governor. Appendix D (p. 23) lists the participants in the three meetings. In addition, members of the GAC's Employer Sponsored Subcommittee, GAC staff, and some resource persons attended each meeting.

The first portion of each meeting included information on options and resource for developing employer sponsored child care. This information provided a common ground for the policy discussions. (The GAC also hopes that the information will prompt some employers to develop child care programs with their employees.) Presentations on model programs (e.g., Appendix B, p. 17) enlivened printed materials: a list of resource and referral agencies with experience in employer sponsored child care, the Commerce Clearing House booklet on taxes, Katherine Senn Perry's 1980 Women's Bureau publication, etc. became a basic library for each participant.

With this information as an introduction, participants discussed policy issues for the remainder of each meetings. The conclusions of these discussions served as recommendations to the GAC and to the Governor. Those recommendations form the concluding section of the report.

policy recommendations

The most important product of the meetings was the set of policy recommendations. Some recommendations reiterated concerns voiced by child care professionals, but others reflect the unique needs of business and of labor.

Innovations in State Funding and Administration of Programs

Although one purpose of seeking employer sponsorship of child care is to generate new sources of revenue, employers saw benefits from joint/state employer sponsorship. Cooperative efforts would allow for mixing community and employee children and would enable programs to reach and maintain optimal enrollment levels. Employers also pointed out that the state, in its role as employer in many state agencies and institutions, should take the lead to develop model employer sponsored programs. Their specific recommendations relating to the state's funding and administration of child care were:

1. *Increase flexibility in administration of cooperative programs* to accommodate the unique features of work related programs. For example, a joint hospital/community program should be able to schedule care in evenings and on weekends (for nursing staff's children) without jeopardizing state funds;
2. *Establish programs in state institutions* not covered by the Watson bill, with a fund for low interest loans for startup costs and capital outlay;
3. *Provide low interest loans to assist the implementation of the Watson bill* in agencies where the legislation applies.

In addition, the state may influence employer sponsored child care by its policies in purchasing services. For example, hospitals might be encouraged to provide child care as an employee benefit if child care were given priority as an allowable expense in the hospital's Medi-Cal reimbursement rate.

Participants in the policy discussions recognized the value of different program options within employer sponsored child care, and recommended continued state support to develop these alternative forms of care. Information and referral services have served as important sources of data on community child care need and child care program development for employer sponsors. Family day care, especially where coordinated and supported by network or satellite systems, was seen as a needed option. State funded vendor and voucher payment systems offer a model for employer subsidy of child care. The growth and success of information and referral, family day care, networks and satellite homes, and vendor/voucher payment systems have been due in large part to state support through AB 3059 and SB 863.

In sum, these policy recommendations suggest that judicious use of relatively small amounts of state funds as seed money or incentives could increase employer support. Improved administration of state funded child care programs could encourage cooperative state/employer efforts, resulting in more child care services at no increased cost to the taxpayer.

Improved Tax Incentives for Employer Sponsored Child Care

Tax benefits can serve as a strong incentive for employer sponsored child care. However, nonprofit employers and labor union participants were quick to point out that tax incentives benefit only for-profit employers. There is no equivalent state policy which results in a strong economic incentive for nonprofit agencies and government employers.

Specific policy innovations to improve tax incentives include:

1. *Extend the tax code section which permits employers to accelerate amortization of capital expenses for child care (Section 188 of the Internal Revenue Code of 1954);*

2. *Reform the child care income tax credit to relieve some of parents' child care expense, and to make the relief more equitable across income levels. Federal and state codes need this reform.*

One area of taxation which recent federal legislation addresses is the taxation of employee's child care benefits. The federal tax bill signed in August of 1981 exempts from taxation an employee's child care benefits. (See Appendix C, page 22.)

Support of Innovation through Improved Licensing Procedures

Employers see problems in licensing in two ways. One is the potential for red tape or impediments to program development from confusion and inconsistency. The other is increased liability risks where legal minimum requirements are not well specified.

Employer participants in the policy discussions made these recommendations regarding regulation and licensing:

1. *Clarify the jurisdiction of Community Care Licensing over child care programs located in hospitals, on college campuses, and in federal agencies;*

2. *Write licensing standards with clarity and consistency so that they can be understood by parents and potential employer sponsors;*

3. *Add specific regulation language to apply to unique problems (e.g. toxic hazards) of worksite child care centers;*

4. *Continue licensing family day care homes.*

Programs located on some college campuses and in federal agencies have been unable to get state licenses because of jurisdiction questions. Without a license, they have not been able to qualify for program subsidies such as the USDA food program.

Employers will be reluctant to subsidize a service such as family day care without the minimum protection against liability or risk provided by licensing.

Information and Technical Assistance for Program Development

The meetings provided many participants their first exposure to specific information on program development--and seemed to create a demand for more. *Numerous policy recommendations urged state leadership in collecting and sharing information on employer sponsored child care.*

Specific information gathering and sharing activities should cover:

1. Direct (e.g. taxes) and indirect (e.g. productivity) economic incentives for employer sponsorship;

2. Funding sources to support program development and evaluation;

3. Public education on the growing need for child care, promoting a new image of the family in which child care is an essential support service;

4. Consultants and agencies which provide technical assistance;

5. Implications for child care supply and quality of cuts in government support;

6. Specific information on program development, including an index of existing employer sponsored programs, step by step procedures for developing different program models, and data on child care needs; and

7. Research to document successes and failures, as well as outcomes such as effects on productivity, of employer sponsored child care.

Participants recommended that a state agency provide technical assistance for individual employers or employee groups. Technical assistance on needs assessments is particularly important. An assessment conducted by the employer may create false expectations among employees. Further, surveys are subject to problems with data validity and employee confidentiality. Employers expressed the need for a neutral third party which would have special expertise to support an employer's initial steps in the developing of child care programs.

Another set of recommendations requested more visible involvement of employer and labor unions in forming child care policy:

1. *The Governor should meet with industry and labor leadership personally to advocate more employer sponsored child care;*

2. *Representatives of industry and labor should be appointed to the GAC;*

3. *Joint meetings of labor, employers, and child care advocates should be planned to discuss common concerns;*

4. *Special recognition from the Governor's Office should be given to those employers who make significant contributions to child care.*

Other Recommendations

Three recommendations fell into none of the categories of this report. They are significant ones, in that they reiterate some major concerns of child care professionals.

Many participants expressed concern about the low pay and poor benefits earned by most persons working in child care. With the concern about the cost of child care to parents, the economic impact of low funding on child care workers is frequently overlooked. Pay in child care is very low, especially relative to pay in other occupations with comparable requirements for skill and responsibility. Employers were concerned that support for child care not lead to exploitation of child care workers.

Participants in the policy discussion recognized the direct relation between employee absenteeism and the lack of child care when children are ill. (This problem and some possible solutions are discussed in detail in a GAC paper listed in Appendix E.) *They recommended that the state promote the development of model programs to meet the need for child care during periods of mild illness.*

As a final recommendation, *participants urged that the state require social/environmental impact evaluations, relating to the supply and locations of child care services, in siting proposals for new industrial facilities.* This recommendation reflects several concerns about location of child care programs. The increased employment and economic activity of a new facility can create child care demand that exceeds the supply. A common problem is the funding of suitable facilities near the worksite, especially in congested urban areas. For example, buildings near the Financial District and Civic Center areas of San Francisco lack adequate outdoor space for child care centers. Improper siting of worksite programs would also create risks for children, because of the potential for exposure to toxic agents and other environmental hazards.

Summary

The policy recommendations demonstrate that employers and labor union participants share, with the child care community, concerns about the availability, cost, and quality of care. The recommendations also contain unique concerns of employers and labor unions which child care professionals and policy makers must address.

responses

The employers' discussions recognized that support from the Governor's Office and the GAC went beyond the policy discussions. Innovative program supported by the state through AB 3059 increased the viability of program options which are useful models for employer sponsorship. The GAC's project, supported by the Rosenberg Foundation grant, has already begun the information gathering and sharing activities strongly recommended in the policy discussions.

The recommendations will now become the subject of discussion between the Governor's Office and the GAC. During 1981-82, the GAC will work toward their implementation. The Governor's Office has expressed continued support for employer sponsored child care as a concept and interest in the policy recommendations.

APPENDICES

a. some statistics

Working mothers in the 1970's: a look at the statistics

ELIZABETH WALDMAN, ALLYSON SHERMAN GROSSMAN, HOWARD HAYGHE, AND BEVERLY L. JOHNSON

Table 2. Children under 18 years, by age, type of family, and employment status of parents, March 1978

[Numbers in thousands]

Item	Total children under age 18	Under 6 years	6 to 13 years	14 to 17 years
Total children [1]	59,675	16,973	27,231	15,472
Mother in labor force	29,741	6,874	14,180	8,687
Employed	27,504	6,087	13,187	8,250
Unemployed	2,237	807	993	437
Mother not in labor force	29,058	9,964	12,659	6,435
Two-parent families	48,770	14,478	22,021	12,272
Mother in labor force	23,662	5,686	11,113	6,862
Employed	22,175	5,102	10,492	6,581
Unemployed	1,487	584	621	281
Mother not in labor force	25,109	8,792	10,907	5,410
Father employed	43,958	12,990	19,956	11,021
Mother in labor force	21,822	5,138	10,177	6,307
Employed	20,410	4,662	9,664	6,084
Unemployed	1,211	476	513	223
Mother not in labor force	22,346	7,852	9,779	4,715
Father in Armed Forces	1,058	501	436	121
Mother in labor force	421	163	200	57
Employed	339	118	178	43
Unemployed	82	46	23	13
Mother not in labor force	638	338	235	65
Father unemployed	1,764	628	762	375
Mother in labor force	864	282	407	196
Employed	743	219	358	166
Unemployed	121	62	49	30
Mother not in labor force	900	365	355	179
Father not in labor force	1,980	359	866	755
Mother in labor force	755	123	329	303
Employed	683	103	293	288
Unemployed	72	20	36	15
Mother not in labor force	1,225	236	537	452
One parent [2] families				
Maintained by woman	10,029	2,360	4,819	2,849
Mother in labor force	6,079	1,188	3,087	1,825
Employed	5,329	985	2,684	1,660
Unemployed	750	222	372	156
Mother not in labor force	3,949	1,173	1,752	1,024
Maintained by man	876	135	391	350

[1] Children are defined as "own" children of 2-parent families or of women or men maintaining families. Included are never married sons, daughters, stepchildren and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, cousins, and unrelated children.

[2] Includes only divorced, separated, widowed, or never-married persons.

NOTE: Due to rounding, sums of individual items may not equal totals.

Table 1. Children under 18 years, by age, type of family, and labor force status of mother, March 1970 and March 1978

[Numbers in thousands]

Item	Children under 18 years		Children 6 to 17 years		Children under 6 years	
	1970	1978	1970	1978	1970	1978
Total children [1]	65,755	59,675	46,149	42,702	19,606	16,973
Mother in labor force	25,544	29,741	19,954	22,867	5,590	6,874
Mother not in labor force	39,550	29,058	25,627	19,084	13,923	9,964
Two-parent families	58,399	48,770	40,479	34,293	17,920	14,478
Mother in labor force	21,982	23,662	17,035	17,975	4,947	5,686
Mother not in labor force	36,417	25,109	23,444	16,317	12,973	8,792
One-parent [2] families						
Maintained by women	6,695	10,029	5,102	7,668	1,593	2,360
Mother in labor force	3,562	6,079	2,919	4,891	643	1,188
Mother not in labor force	3,133	3,949	2,183	2,777	950	1,173
Maintained by men	661	876	568	741	93	135

[1] Children are defined as "own" children of 2-parent families or of women or men maintaining families. Included are never-married sons, daughters, stepchildren, and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, and cousins and unrelated children.

[2] Includes only divorced, separated, widowed, or never-married persons.

NOTE: Because of rounding, sums of individual items may not equal totals.

Table 4. Labor force status of mothers in two-parent families, by age of youngest child and race, March 1970 and 1978

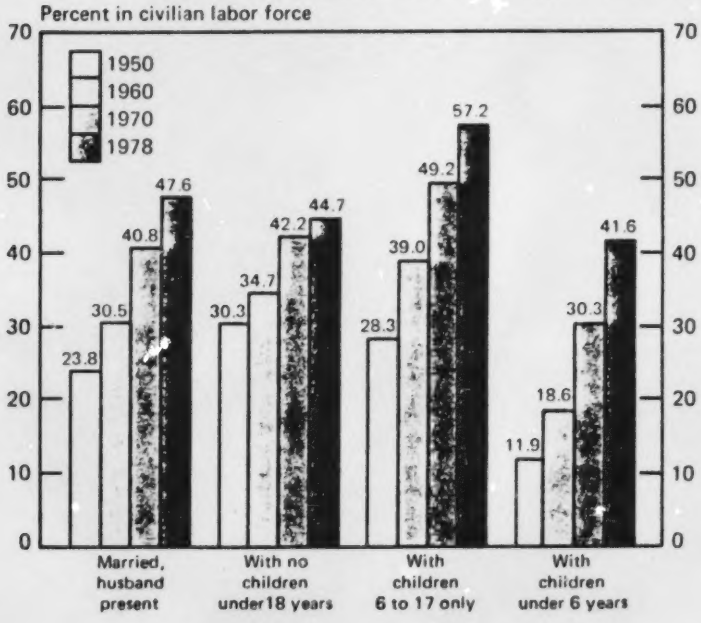
Age of youngest child and race	Labor force (in thousands)		Participation rate	
	1970 [1]	1978	1970 [1]	1978
Total with own children under 18 years [2]	10,302	12,489	39.9	50.2
White	9,028	10,914	38.4	48.8
Black	1,154	1,241	55.7	66.1
Own children 6 to 17 years, total	6,368	7,829	49.3	57.2
White	5,744	6,953	48.1	56.1
Black	551	734	64.5	68.8
Own children under 6 years only	3,936	4,840	30.5	41.6
White	3,284	3,962	28.5	39.7
Black	603	507	49.5	62.5
Own children 3 to 5 years, none younger	1,948	2,082	37.3	47.9
White	1,628	1,767	34.9	45.8
Black	304	233	59.6	67.5
Own children under 3 years	1,988	2,558	25.9	37.6
White	1,658	2,194	24.1	35.8
Black	299	274	42.2	58.8

[1] Data have been revised and may differ from that previously published.

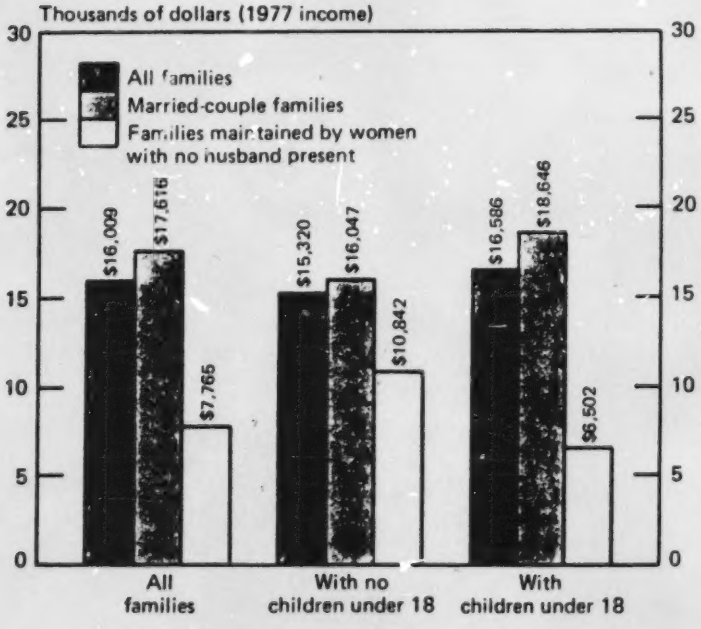
[2] Children are defined as "own" children of 2-parent families. Included are never-married sons, daughters, stepchildren and adopted children. Excluded are other related children such as grandchildren, nieces, nephews, cousins, and unrelated children.

NOTE: Because of rounding, sums of individual items may not equal totals.

Labor Force Participation Rates of Married Women With Husband Present, by Presence and Age of Children: 1950-78



Median Family Income, by Presence of Children and Type of Family: 1978



(From Census Bureau, 1980.)

b. examples of programs

The following describe programs presented by resource persons at the policy discussions sponsored by the GAC and the Governor's Office. Although by no means representative of all employer sponsored programs, these examples demonstrate the variety of possible program models.

Privately Operated Child Care Center
Long Beach Memorial Hospital/Gerber Children's Centers

Gerber Children's Centers, a system of proprietary child care, has established a child care center for employees of Long Beach Memorial Hospital. The five phases of Gerber's services began with a feasibility study and needs assessment survey of employees and proceeded through the facilities and program development. The center is operated as a part of Gerber's system.

The center at Long Beach Memorial is opened 24 hours a day, 365 days per year. It cares for children from infancy through preschool and also offers after school care for some older children. The after school care is now being used primarily by evening shift employees for the interval from 3:00 p.m. until another family member picks up the child later in the day. Enrollment for the day shift has been as high as 70 children. The evening shift enrollment is approximately 20. The night shift is serving fewer than five children per night. The center opened on March 16, 1981, and has not yet reached full enrollment.

The center is primarily supported by tuition, but the hospital subsidizes employees tuition at the following rates:

Day employees pay full tuition
Evening employees receive 50 percent subsidy
Night, weekend, and holiday employees receive
100 percent subsidy

The hospital was dedicated to Betty Greer, a nurse who recently retired from Long Beach Memorial.

Integrated Community and Employer Sponsored Child Care Center
Pioneers Memorial Hospital, Brawley

The child care program at Pioneers Memorial Hospital in Brawley began in October 1978 as part of the hospital's plan to combat a severe nursing shortage. Other parts of the plan involved career development and staff development efforts to upgrade staff skills and to train and credential staff for higher professional levels.

The Pioneers child care program is unique in that it provides subsidized child care for both community and employee families. The center cares for a total of 60 children, including infants. The average cost per day per child is $11.00. Children from low income families are enrolled with subsidies from the State's Office of Child Development. In the same child care center located on the hospital's land, employees' children are enrolled with a tuition subsidy (approximately $5 per child per day) paid by the hospital as a personnel benefit. Thus, parents pay less than full cost, a higher enrollment level is maintained, and employee and community children are integrated in one program.

The hospital has estimated that its personnel management methods (including staff development and child care benefits) save $90,000.00 per year in recruitment costs and losses from turnover. Turnover at Pioneers Hospital is 6 percent. This is far less than the statewide rate of 48 percent for nurses.

On Site Child Care Center
Intermedics Incorporated

Intermedics Incorporated of Freeport, Texas established a child care center on company property in 1979. Company executives began to look at child care in the summer of 1978, as a possible solution to problems of tardiness, absenteeism, and low morale in a work force composed predominantly of low income single parents. In addition to meeting the needs of existing employees, child care was a recruitment incentive for other potential employees in the community.

With a budget of over $500,000, the intermedics center now serves 260 children of its employees.

Additional information about this program may be obtained from the center's director:

Alice Duncan
Intermedics Incorporated
1912 Victoria St.
Freeport, Texas 77541
800-231-2330
713-233-8611

Information and Referral Service for Employees
National Semiconductor

National Semiconductor's Information and Referral service could serve as a model for other companies who plan to start an Information and Referral service. The objectives of the program are:

1. To become familiar with all licensed providers in the county and to assist parents in finding appropriate child care services.
2. To keep an updated list of all licensed child care programs in Santa Clara and neighboring counties.
3. To compile a directory with emphasis on the special needs of child care.
4. To provide a map with directions for locating available child care centers in all major cities within the county.

The comprehensive program includes the following:

Identification of the full range of existing child care services in a geographic area through information provided by public and private agencies, and maintenance of a resource file of services with updating at least twice a month.

Maximum access to all referral information, with telephone referral for at least 20 hours per week. The service also accurately documents the following:

1. Number of calls and contacts to the child care Information and Referral switchboard.
2. Ages of children served.
3. Time category of child care request for each child.
4. Special time category, such as nights, weekends, swing shift, and overtime.
5. Reason child care is needed.

In addition to working with parents, Information and Referral staff concentrate on identifying, recruiting, and assisting child care providers in order to have a sizeable group who offer a full range of child care services.

Expanded Information and Referrals
San Mateo Community Coordinated Child Care

Hospitals in the San Mateo area are receiving expanded referral services through a contract with the San Mateo Child Care Coordinating Council (4-C). San Mateo 4-C operates a state funded information and referral service for the parents and child care providers of the county. The contract with the hospitals provides additional services not available to the general public on a fee for service basis.

The 4-C program for hospitals has four components:

1. On site child care referral: Professional child care referral counselors consult with hospital employees needing child care, a total of eight hours per week per hospital. The counselor's schedules are designed to allow contact with employees on all shifts. Employees needing additional or bilingual assistance are contacted by telephone.

2. Screening of child care services: 4-C staff visit every center and family day care home to investigate the type of care provided.

3. Development of additional resources: 4-C recruits, counsels, and trains in home and family day care providers. Staff also help family day care providers with the licensing process and coordinate employees' babysitting and play groups.

4. Follow up: Follow up interviews are conducted after each child care referral to check the adequacy of the child care service and employees' needs for additional services.

One important by product of the expanded referral services is concrete information on employees' child care needs which can be used in planning other forms of employer sponsored child care.

Family Day Care Network
Huntington Hospital, Pasadena

Huntington Hospital's child care service provides employees with improved access to child care programs, primarily family day care, and is a source of child rearing and child care information. In addition to referring employees to family day care providers and a few child care centers, Huntington Hospital's services support family day care providers. For example, providers receive assistance in the licensing process and referrals for substitute providers, they have access to a toy and materials lending program, and they are visited periodically. Because family day care providers may serve both employees and parents in the community, the hospital program indirectly improves the quality of community child care resources.

The hospital program compliments, but does not duplicate, services provided by the publicly funded Child Care Information Service (CCIS). Huntington's program is tailored to the needs and geographic distribution of the employees, and it includes services not available to the general public. The public and employer programs share referrals for family day care homes and other child care information.

The hospital pays the salaries and benefits for Yolanda Torres, coordinator of the child care service, and one secretary. They are employees of the hospital. In addition, the hospital provides office space and pays the operating expenses of the service.

Family Day Care Network
Dart Industries/UCLA Child Care Services (CCS) and Santa Monica Child Care Information Services (CCIS)

Dart Industries has funded a project to develop a family day care network as a joint effort of the UCLA CCS and the Santa Monica CCIS, a state funded information and referral service.

The intent of the project is to develop a model program for recruiting and preparing family day care providers. Family day care is preferred by many parents, particularly for the care of infants and toddlers. However, many family day care providers need assistance in developing small business skills. The nature of the work severely limits contact with other providers and access to professional development opportunities.

The Dart project funds will be used to hire a coordinator and to provide learning materials and activities. The coordinator will recruit new family day care providers (20 over the one year span of the project), consult with providers, and plan seminars on small business skills, licensing procedures, and child care procedures. The project will recognize and use the skills of existing providers, who will help recruit new providers and who will plan and carry out the seminars.

c. tax legislation

HR 1894, Conable: The first federal tax credit bill introduced in 1980 and 1981. This bill increases the tax credit according to a diminishing scale so that low income families receive a larger percentage of credit than upper income families. In this bill, the credit is also refundable to low income families who are not required to pay federal income tax. A similar bill, introduced in 1981, is S. 771, Moynihan.

S. 888, Durnberger: This comprehensive federal bill, entitled the Women's Economic Equity Act, includes a diminishing child care tax credit, similar to HR 1894. In addition, it stipulates that child care benefits received from the employer cannot be counted as taxable income in figuring federal income tax.

AB 130, Lockyer: This bill, introduced in 1980 in the California Assembly, removed the upper income eligibility limit on California's child care tax credit, but maintained the credit percentage (three percent) at the existing level. After several amendments designed to generate tax revenue to offset state revenues lost from the credit, all child care provisions were amended out of the bill. A similar bill, AB 449 (Naylor) has been introduced and should be heard in the 1981-82 session.

AB 131, Lockyer: This bill introduces explicit language into California's tax regulations to allow employers to deduct contributions for employee child care expenses as a business expense. (This form of deduction is already allowed in practice but is not specified in regulations.)

The federal tax bill, signed in August of 1981, increases the child care tax credit. Families with earnings at or below $10,000 per year can claim a tax credit of up to $720 for the first dependent in care and up to $1440 for two or more. The credit decreases gradually for incomes between $10,000 and $28,000 per year. Families earning more than $28,000 can claim a credit only up to $480 for one dependent in care and $960 for more than one. Because the credit is not refundable, many families earning less than $10,000 a year will receive less than the full benefit of the credit.

The bill also revises the Internal Revenue Service code to exempt day care benefits from ordinary income reporting requirements.

d. meeting participants

Private Industry Employers

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County and Municipal Employees

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Early Childhood Federation,
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U. S. Geological Survey

Elaine DeProsse
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Wadsworth Veterans Administration Medical Center

e. bibliography

.....compiled by Willa Pettygrove

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Deborah Belle
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1818 R Street NW
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Alice Cook
New York State School of Industrial and Labor Relations
Cornell University
P. O. Box 1000
Ithaca, NY 14853

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70 Oakley Road
Belmont, MA 02178

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Washington, DC 20036

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L. C. Johnson
Program Director
Social Planning Council
185 Bloor Street East, Third Floor
Toronto, Ontario CANADA M4W 3J3

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111 East Franklin Avenue, Room 104
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C. Haddadd
Labor Program Service
School of Labor and Industrial Relations
Michigan State University
East Lansing, MI

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Ms. Pat Hoven
Community Affairs
Honeywell Corporation, Honeywell Plaza
Minneapolis, MN 55408

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409 Commonwealth Avenue
Boston, MA 02215 (617) 738-3133; (617) 738-2204

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Gary Lohn, Vice President for Public Affairs
Control Data Corporation
8100 24th Avenue South, Box 0
Minneapolis, MN 55440

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Jane Stenehem
1495 McDaniel Avenue
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The Stride Rite Corporation
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Molly Hardy, Executive Director
Empire State Day Care Services
Empire State Plaza, Agency Building #2
12th Floor
Albany, NY 12223

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High/Scope Educational Research Foundation
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J. Lakin
Institute of Child Behavior and Development
Oakdale Campus, University of Iowa
Oakdale, IA 53219

send stamped, self-addressed #10 envelope.

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This document may be listed in ERIC.

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As a part of the GAC project on employer sponsored child care, the Committee has prepared a series of issues papers on employer sponsored child care. The papers address the following topics:

Planning Successful Systems

Economic Incentives

Parent Choice and Involvement

Child Health and Child Care

A booklet of the papers may be ordered from the GAC, 1600 Ninth Street, Room 105 Sacramento, CA 95814 for $3.00 to cover postage and printing cost.

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